



EUROPEAN PARLIAMENT

**DG INTERNAL POLICIES OF THE UNION**

**Policy Department Economic and Scientific Policy**

# **HOTEL SAFETY**

*How safe is your hotel?*

**WORKSHOP REPORT**

Only published in English.

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The opinions expressed in this document do not necessarily represent the official position of the European Parliament.

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# HOTEL SAFETY

## Protecting consumers - How safe is your hotel?

- Workshop -  
*Programme*  
3 July 2008  
European Parliament, Brussels, room A5G-3.  
(the workshop will be held in English, with interpretation to and  
from French and German)

The workshop will focus on fire and carbon monoxide safety aspects in hotels and holiday resorts. Its aim is to inform Members and other stakeholders about the current legal framework and the situation in practice across the EU. It will consider the concerns of consumers, authorities and the hotel sector and consider the solutions to improve the safety of consumers.

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**11.00 - 11.05 Introduction by Arlene McCarthy, Chair**

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**11.05 - 11.35 Presentations by invited speakers**

*Panel speakers:*

- **Mr. Dieter Nuessler**, Aachen Fire Chief, Chair of FEU (Federation of European Fire Officers) *to present the challenges currently faced in ensuring hotel and resort safety and the possible solutions presented by the work of the SafeHotel committee*
- **Mr. Sultan Javeri**, European Director, NFPA (National Fire Protection Association) *To present existing standards in operation in 3rd countries and options for the EU*
- **Ms. Nina Klemola**, Project Manager, ANEC (The European Association for the coordination of Consumer Representation and Standardisation) *To present options for the protection of EU Consumers*

*Presentations of 7 minutes max*

## 11.35 - 12.20 Open Discussion

*Discussion to be led by short introductory comments (2-3 mins) from lead discussants:*

- **Mr. Alan Brinson**, Executive Director, European Fire Sprinkler Network
- **Mr. Marc Surleraux**, International Division Engineering Manager, FM Global, Insurance Industry
- **Mrs. Christina Russe**, Manager Policy Affairs, ECTAA, The European Travel Agent's and Tour operators' Association
- **Mr. Henri Despagne**, Corporate Director of Technical Risk Prevention, ACCOR
- **Mr. Bernd Geyer**, President, HOTREC, Hotels, Restaurants and Cafés in Europe

Floor opened to Members and other attendees

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## 12.20 - 12.30 Conclusion by Mrs Arlene McCarthy, Chair

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## SUMMARY OF WORKSHOP PROCEEDINGS

**The Chairwoman Arlene McCarthy** welcomed the participants to the workshop underlining the need for more information and increased knowledge to be spread on the issue of hotel safety in Europe. The purpose of the workshop was to discuss hotel safety in general with particular focus on fire safety as there had been several examples of deaths from hotel fires over the last years, notably occurring in hotels with no fire sprinklers. To start, three experts invited to make presentations were given the floor.

**Dieter Nuessler** (Chair of FEU, the Federation of European Fire Officers) highlighted that, in particular, fire safety training of hotel staff should be improved. This could be done by various means (for example an interactive CD developed by FEU). Mr. Nuessler also welcomed the supply of a quality label, combined with an easy to use check list.

The next expert taking the floor **Sultan Javeri** (European Director of NFPA, the National Fire Protection Association) presented figures on the estimated number of hotel and motel fires in the US, and the resultant damage. He particularly emphasised that the major factors influencing the reduction of fire deaths in the US had been the Life Safety Code<sup>1</sup> as well as the Hotel and Motel Fire Safety Act<sup>2</sup> which provided means of egress requirements, mandated operational management procedures as well as detection, automatic sprinklers, smoke alarms, etc.

**Nina Klemola** (Project Manager, ANEC - the European Association for the coordination of Consumer Representation and Standardisation) especially stressed the need for a European legislative instrument, supported by formal European standards that would ensure consumer protection while maintaining room for flexibility in the application.

After these presentations, invited speakers were welcomed to make shorter addresses. **Alan Brinson** (Executive Director of the European Fire Sprinkler Network) argued for the system of installing fire sprinklers. According to him there were about 500 hotels with sprinklers in the EU. The key aspect of sprinklers was that they corresponded to heat and responded individually. Mr. Brinson also supported the establishment of a European level regulation in the field. He regretted that the use of sprinklers was not mentioned in for example the current Council Recommendation (86/666/EC of 22 December 1986). **Marc Surleraux** (International Division Engineering Manager, FM Global, Insurance Industry) addressed three main aspects with regard to fire sprinklers: the fact that sprinklers had evolved technically and could now be seen as a proper life saving advice, the economic benefit of installing them and thirdly, the water saving dimension of having them operating. **Christina Russe** (Manager Policy Affairs, ECTAA, The European Travel Agent's and Tour operators' Association) wanted to highlight that with the Package Travel Directive (90/314 EEC of 13 June 1990) travellers buying travel packages were benefiting more (higher standards of safety) than those buying directly from service suppliers. Ms. Russe also mentioned that local authorities should take main responsibility in assuring that technical competences were in place.

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<sup>1</sup> NFPA 101 Life Safety Code®

<sup>2</sup> Hotel and Motel Fire Safety Act 1990 (PL101-391)

It was also important to bear in mind the differences between Member States and that in certain countries some tour operators took a more active role. For example in the UK, the Federation of Tour Operators had put in place a code of good practice which served as a handbook. **Henry Despaigne** (Corporate Director of Technical Risk Prevention at ACCOR) finds it crucial to ensure common objectives but at the same time allowing the means to vary in order to find the best solution adjusted to local conditions and rules, as well as to avoid red tape. He argued further that alternative engineered solutions should become acceptable, especially for existing hotels. The last speaker, **Bernd Geyer** (President HOTREC), underlined the need to have additional initiatives put in place. He pointed out that the majority of hotels in the EU were small or medium sized and limited with regard to technical and material resources.

In the discussion, MEP **Linda McAvan** (PSE/UK) put forward questions to the panel of speakers addressing primarily how carbon monoxide detectors could be of better use. Should they be made compulsory in a future regulation? Should carbon monoxide prevention be included when ranking the safety situation? Were there any data available on how safe the detectors were? She also wanted to know whether insurance companies reduced their rates as an incentive for more safety measures by hotel management. MEP **Glyn Ford** (PSE/UK) asked if data showed any link between the size of hotels (i.e. the height), and the size of the damages incurred. MEP **Christel Schaldemose** (PSE/DK) held that legislation in the field was needed, but wished to know what could be done in the meantime to deal with the situation.

The Chairwoman **Arlene McCarthy** agreed that legislation could often be an important solution while remembering that it was not always the best way forward. The question was therefore, with regard to the idea of quality labels, how the follow up was done of the quality checks made before putting in place a label (what happened if a hotel did not live up to the criteria)? The Chairwoman held that basic requirements should be ensured for all hotels independently of size. The need for having data available is also of importance and in this regard she pointed to the possibility of having the European Commission working on this.

In commenting on the questions raised, **Marc Surleraux** agreed that there were economic benefits for people engaging in fire safety based on both commercial and insurance incentives. Christina Russe passed on the word to **Andrew Cooper** (Federation of Tour Operators) who held that one important aspect was to assess the level of compliance for existing rules/standards in place. A simplified European approach would be welcomed. Today too many different activities existed. Exchanges of information and data collection were also right ways forward. He also underlined that while consumers - package travellers as well as independent travellers - should be made better aware it was also important to make suppliers address the issue. **Bernd Geyer** argued that at the moment it was primarily the application of rules that was needed to focus on. He furthermore suggested establishing a smoking ban in hotels. **Henry Despaigne** wanted the pragmatic approach to be ensured, and questioned how for example star labels could guarantee the actual security level in hotels?

He expressed the opinion that carbon monoxide detectors must not be necessary in every room but should at least be installed in places near gas installations. Another participant in the debate, **Bo Hjort** (Fire Protection Consultant) brought up an example from Sweden where few prescriptions existed, but instead the fire engineers had a particular role in inspecting and making sure which applications should be established for newly built and renovated hotels, depending on the size, location, training of staff, etc. As a result of this performance based approach, more sprinklers had, in general, been installed in Sweden. **Nina Klemola** held that there was no clear answer as to how awareness raising should take place, but one idea could be a co-ordinated European campaign. It should also be taken into consideration that hotels could be defined very differently. **Sultan Javeri** reminded that in the US several situations of carbon monoxide poisoning had lead to an increase in mandatory installation of detectors in areas where there were gas supply. To raise awareness, public education was seen as a good project and for example in the US several different publications had been produced. **Dieter Nuessler** recalled that training could be a useful solution in ensuring that safety levels are maintained, while combining it with other measures.

#### **Recommended policy measures on how to increase hotel safety:**

1. Need for regulation - responsibility primarily at the governmental level:
  - Establish minimum standards, similar to the US Life Safety Code;
  - Safety measures requirements for fire and carbon monoxide integrated in the licensing procedures, with a performance based approach;
  - Enhance consistent implementation of regulation throughout the EU;
2. Options for self-regulation - main responsibility of the hotel industry and tour operators:
  - Quality labelling;
  - Exchange good practices;
  - Enhance compliance by regular checks and benchmarking.
3. Raising awareness - under joint responsibility of the governments, hotel industry and tour operators, in conjunction with consumer organisations:
  - Clear information available at all stages: when booking, when checking in and in hotel rooms;
  - Regular safety training of staff.





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# SafeHotel

## Fire safety in hotels

*Challenges currently faced in ensuring hotel and resort safety and the possible solutions presented by the work of the SafeHotel committee of the FEU*

**Dr. Dieter Nuessler**  
President of FEU



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# FEU

- Federation of the European Union Fire Officer Associations  
– **20 countries / members**
- Föderation der Feuerwehrverbände der Europäischen Union
- Fédération des Associations de Sapeurs-Pompiers dans l'Union Européenne
- Federatie van Brandweerverenigingen in de Europese Unie
- Federazione delle Associazioni degli Ufficiali dei Vigili del Fuoco dell'Unione Europea
- Federación Europea de Asociaciones de Oficiales de Bomberos
- Federace Asociací Hasičských Důstojníků Evropské Unie
- Ομοσπονδία Ενώσεων Αξιωματικών Πυροσβεστικής της Ευρωπαϊκής Ένωση

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## FEU

- The principal aim of FEU is .....  
...**to enhance fire safety and provide expertise to European bodies** .....  
..... in matters concerning the development of fire brigades and fire safety in Europe and especially in respect of organisation and management, structure; technical skills, training and fire engineering so as to gain the most effective, efficient and economic means for mitigating the loss and damage to life, property and national economies by fire, other emergencies (including catastrophic national disasters) and all related environmental issues.

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### Hotel in Moscow

Number of dead and injured people unknown



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## *Safehotel*

- As one can draw from numerous **hotel fires** within the last years the risk of fire represents a **serious threat** to life, health of staff and guests and even the existence of hotel and housing enterprises.
- According to a report by the European Commission published in June 2001 the council recommendation **86/666/EEC** launched in December 1986 concerning fire safety in existing hotels **did not have the desired effect** .

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### **Hotel "Royal Jomtien", Pattaya, Thailand 92 Dead, 64 Injured**


The fire began in a hotel restaurant and spread quickly. Most of the dead were found near emergency exits which were shut tight. **According to Thai officials the doors were locked by the hotel to prevent the guests from leaving without paying**



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**Reality**  
 3-stars hotel - France



**Theory:**  
 It must always be possible for all doors including the final **exit door of an escape route to be opened easily** (without the use of a key) from the inside by a person escaping from the hotel.

86/666/EEC: Council Recommendation of 22 December 1986 on fire safety in existing hotels

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**Theory:**  
 Obstacles (stores, furniture, etc.) which might **impede movement and create a risk of fire spread** must not be placed in escape routes.

86/666/EEC: Council Recommendation of 22 December 1986 on fire safety in existing hotels

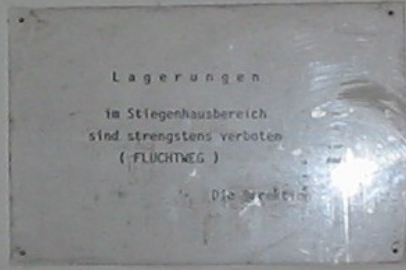
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**Reality**  
 4-stars hotel - Austria




  
 www.safehotel.org

**Theory:**  
 Obstacles (stores, furniture, etc.) which might impede movement and create a risk of fire spread must not be placed in escape routes.



**Storage in the stairways is strictly forbidden. (Escape route)**  
**The director**

86/666/EEC: Council Recommendation of 22 December 1986 on fire safety in existing hotels

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**Reality**  
**4-stars hotel - Austria**

**Theory:**  
 Obstacles (stores, furniture, etc.) which might impede movement and create a risk of fire spread must not be placed in escape routes.

86/666/EEC: Council Recommendation of 22 December 1986 on fire safety in existing hotels

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## *Safehotel*

- Primarily the **fire safety training of the hotel staff** must be improved
  - Training is the most efficient and also cost effective measure
  - Training can be provided in all types of hotels
    - new or old
    - big or small
    - comfortable or basic

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## *Safehotel*

- Hotel owners outlined that **it is almost impossible** – also because of high staff fluctuation (seasonal workers) - to ensure the **training of the staff with conventional courses** in a cost effective manner.

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# Safehotel

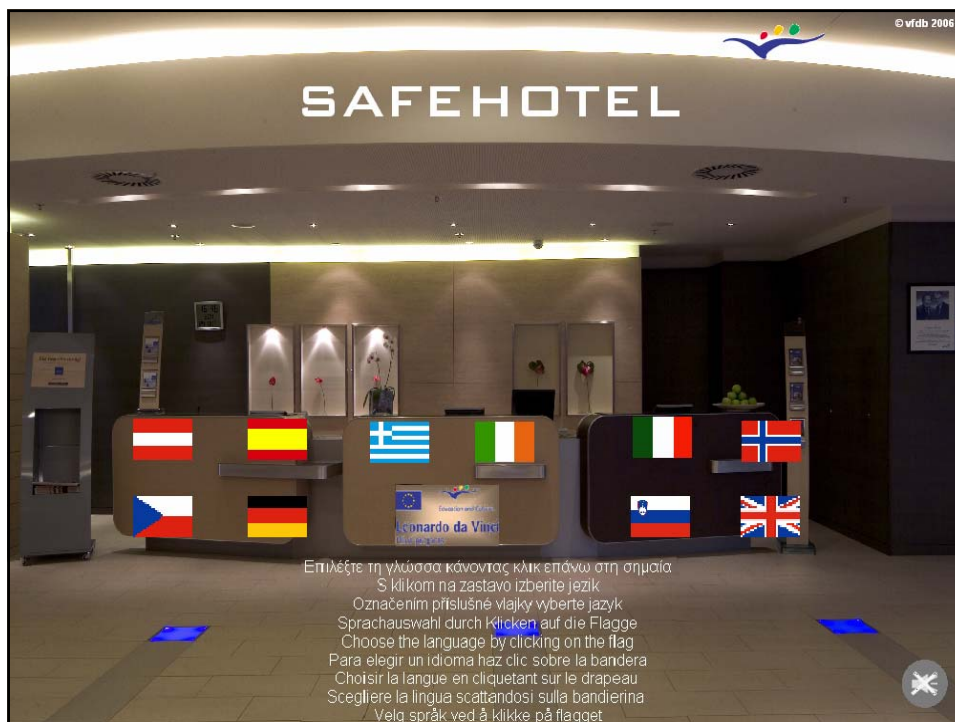


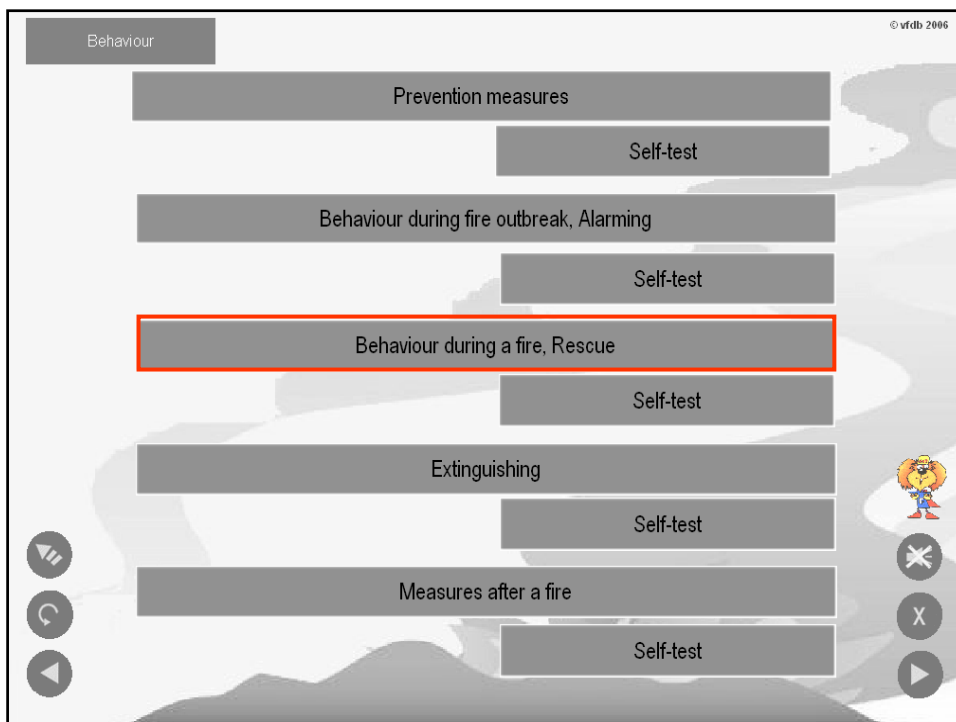
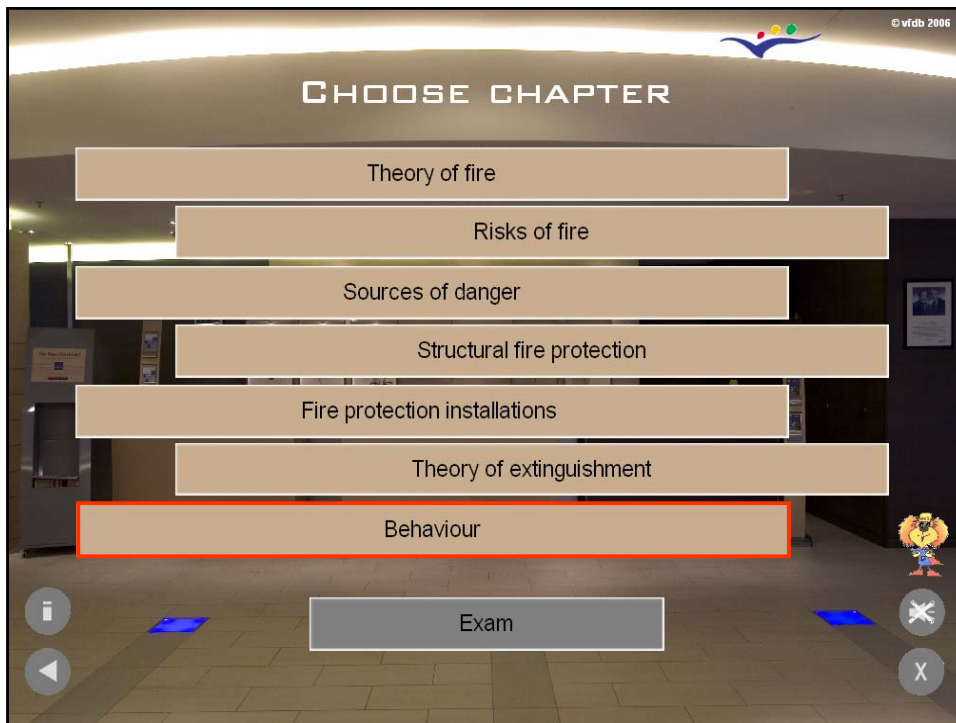
Leonardo Project D/03/B/F/PP-146 086



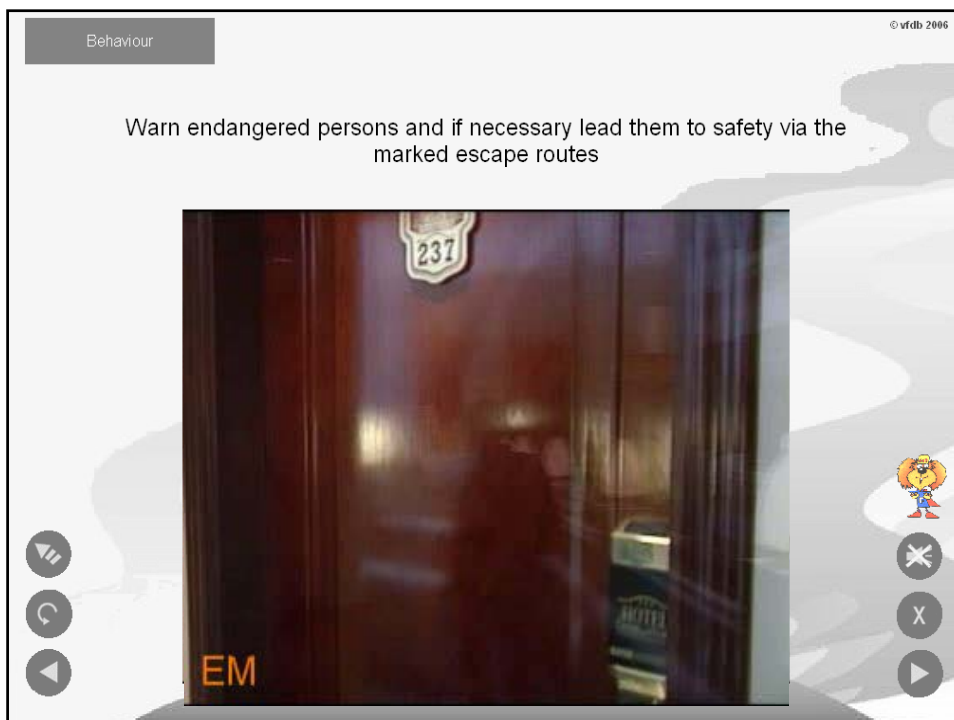
- FEU members from 10 countries carried out a project with financial support of the EC in the framework of the Leonardo da Vinci Programme for vocational training
- **Project result #1:**
  - Supply of an **interactive CD** for fire safety training of the hotel personnel;
    - Available in 8 languages
    - Including a final test
    - Can be used at the work place
    - Demo available on the website **www.safehotel.org**

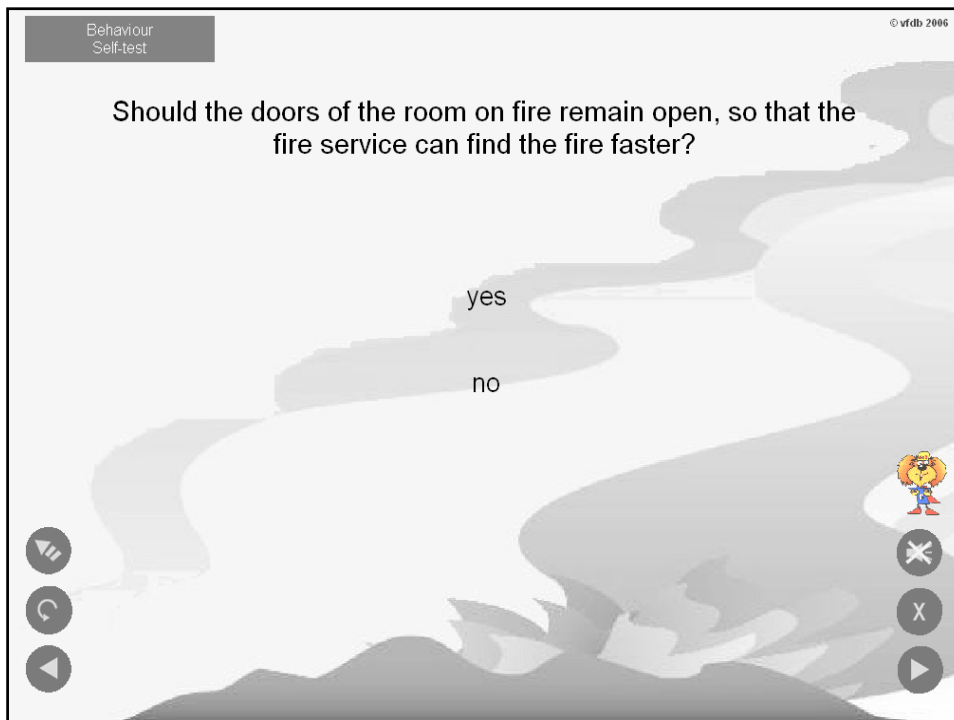
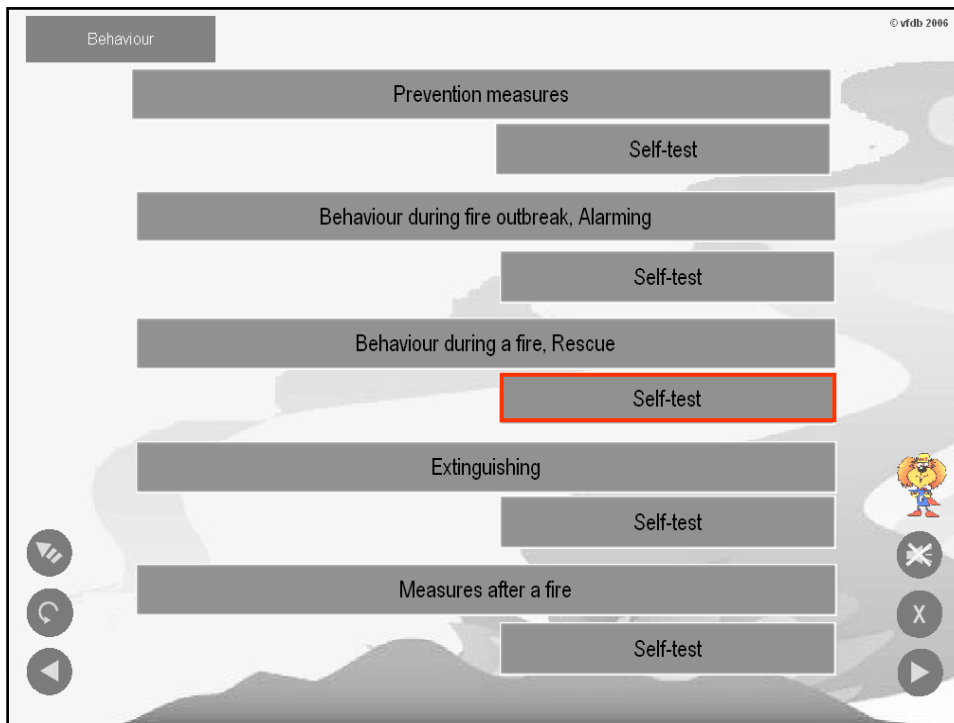
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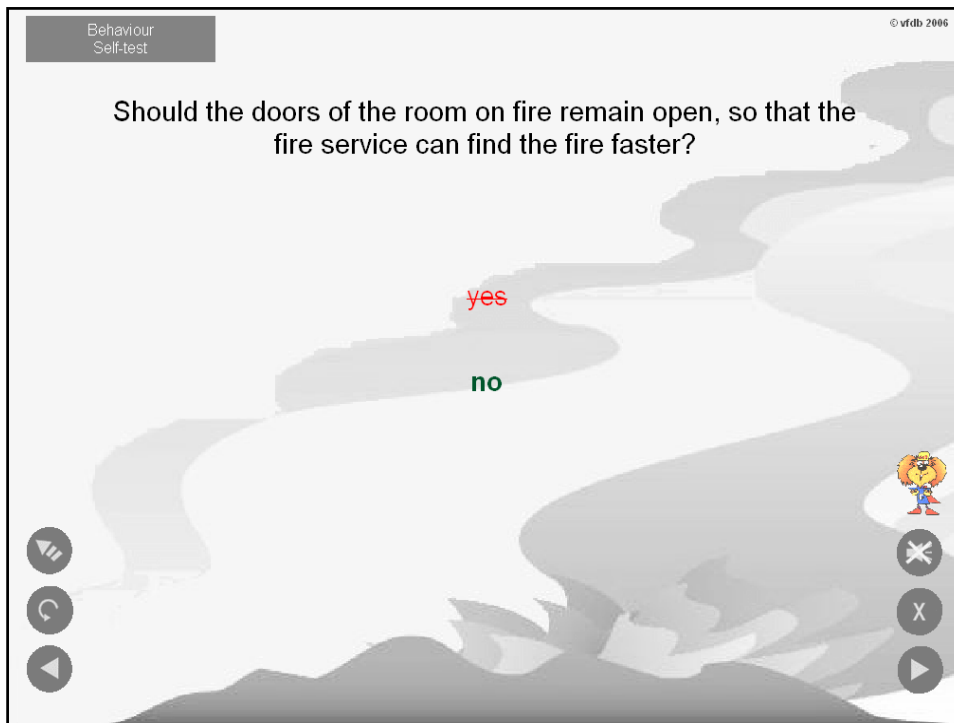












 [www.safehotel.org](http://www.safehotel.org)

 **Safehotel**

Interactive fire safety training of hotel staff



**Price: 100€**

- user-friendly, effective and cheap
- helps to improve:
  - hotel staff **awareness of fire safety** and
  - their **response capability** in an emergency situation

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## Safehotel

Interactive fire safety training of hotel staff

- **Hotel staff** by using the Safehotel-CD
  - **knows the safety concept** of a hotel comprising of structural precautions and organizational measures;
  - **can identify the structural safety facilities** of the own hotel and explain the function of them;
  - **learns the right behaviour** in the daily business and in the case of a fire;
  - **can take the right measures** in the case of fire to minimize the damage especially for the guests.

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## Safehotel



Leonardo Project D/03/B/F/PP-146 086

- **PROJECTPARTNER:**
  -  BFBU - Beratungsstelle für Brand- und Umweltschutz
  -  APTB - Asociación Profesional de Técnicos de Bomberos de España
  -  CDT - Centro de Desarrollo Turístico
  -  CAFO - Czech Association of Fire Service Officers)
  -  CFOA - Chief Fire Officer's Association
  -  APVVF Alte Professionalità Vigili del Fuoco
  -  EAPS - ΕΝΩΣΗ ΑΞΙΩΜΑΤΙΚΩΝ ΠΥΡΟΣΒΕΣΤΙΚΟΥ ΣΩΜΑΤΟΣ ΕΛΛΑΔΟΣ
  -  Gasilska brigada Ljubljana
  -  Merseyside Fire Service
  -  NBLF - Norsk Brannbefals Landsforbund
  -  ESMG
  -  Feuerwehr Aachen
  -  Universität zu Köln, Philosophische Fakultät, Pädagogisches Seminar, Pädagogische Psychologie
  -  vfdb –German Fire Protection Association

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## SafeHotel

- **Why** should owners of existing hotels **invest** in additional measures for a better level of fire safety ?
  - Official **permit does not expire** without these measures
  - **Additional costs**
  - Return of investment ?
    - Reduced insurance rates ?
    - **Will consumers acknowledge these efforts ?**

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Guests do react on quality labels  
Best quality sells

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## Safehotel Star

Leonardo Project D/03/B/F/PP-146 086



### ■ Project result #2:

- Supply of a **quality label** for the voluntary classification of hotels in Europe regarding fire safety;
  - Supply of an easy to use **check list**
    - » as a tool for self-assessment of hotels
    - » as a tool for a uniform application of the inspection criteria throughout Europe
    - » includes requirements of the Council Recommendation for fire safety in existing hotels
- Free download from **www.safehotel.org**

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## Safehotel Star

- Possible future **inspections** could be carried out by fire safety consultants **on request** of the hotels. (**voluntary scheme**)
- If a defined safety level is reached **a label** would be assigned to the hotel which could be used in **advertising** similar to the stars. (**marketable label**)



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## ***Safehotel Star***

- **Good fire safety is achieved by good provisions for**
  - Building features***
    - construction, escape routes, doors, stairways,...
  - & Technical installations***
    - electricity, smoke extraction, smoke alarms, sprinklers,...
  - & Organisational measures*** (Human behaviour)
    - Awareness of risks
    - Preparedness
    - Standard operating procedures
    - Training and Exercises
    - Maintenance

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## ***Safehotel Star***

### **Core requirements**

- **Hotel**
  - meets the minimum **requirements** for
    - Escape routes, construction features, building technology, fire fighting, alarm and alerting
      - See Council Recommendation 86/ 666/ EEC
  - **is fully** equipped with automatic **smoke detection** and alarm system (EN - standard)
- **Staff training**
  - **All staff** receives instruction once a year
  - Staff with **specific fire protection tasks** (including staff present at night) has received special fire prevention training

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# Safehotel Pilot – April 2006

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Merseyside Fire & Rescue Service  
United Kingdom

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## Inspected hotels



The Aachen



The Hilton



The Leasowe Castle



The Holiday Inn



The Green Lodge




The Packet Steamer /  
Premier Travel Inn




The Cherryfield  
Hotel

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## Result without practical training



The Holiday Inn

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## Result with practical training



The Aachen



The Leasowe Castle




The Hilton



The Holiday Inn

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## Conclusions of the trial:

- SafeHotel checklist is simple to use
- Training is essential
- Hoteliers are in favour of the concept

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## First European hotel

- Norway



**SOMMARØY HOTEL**  
has been awarded with the



**Safehotel Star**

THE QUALITY LABEL ACKNOWLEDGES THAT THIS HOTEL MEETS  
EUROPEAN REQUIREMENTS FOR FIRE SAFETY IN HOTELS

Date \_\_\_\_\_

Signature \_\_\_\_\_ Valid until \_\_\_\_\_



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## **Safehotel Star**

### next steps

- Quality label concept accepted by hoteliers and consumers
- Inspections carried out by
  - Consultants
  - National Fire Officers' Associations
    - [www.f-e-u.org](http://www.f-e-u.org)
- Issue of the Quality label
  - FEU – Safehotel bureau
    - [star@safehotel.org](mailto:star@safehotel.org)
    - [www.safehotel.org](http://www.safehotel.org)

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WORKSHOP  
DG INTERNAL POLICIES  
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HOTEL SAFETY  
Protecting consumers – How safe is your hotel

S.M.Javeri  
NFPA Regional Director - Europe



Hotel Fires - USA

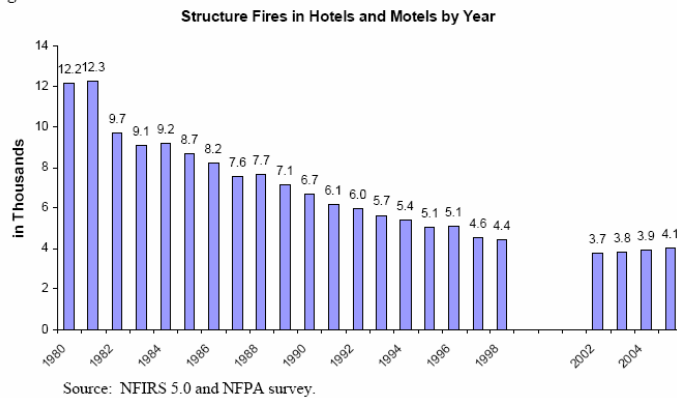
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- NFPA estimates that U.S. fire departments responded to an average of **3,900** reported hotel and motel structure fires per year during the four-year-period of 2002-2005.
- These fires caused an estimated average of **11** civilian deaths, 144 civilian injuries, and \$64 million in direct property damage.



## Major Improvement in last 15 years But it is not enough!

Figure 1.



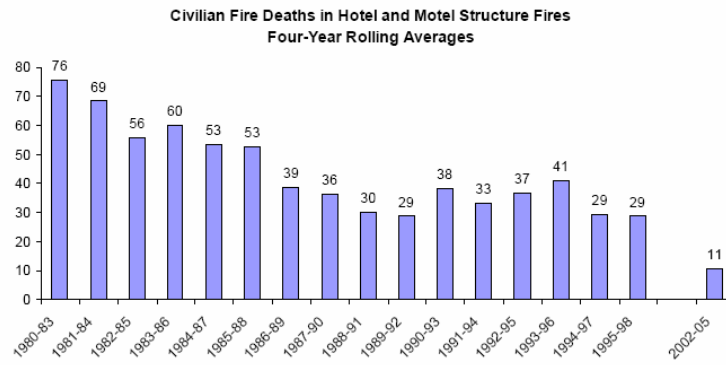
## Fire Standards Increase

- Since 1980, these structure fires fell 67%.
- 0.8% of all reported structure fires occurred in hotels and motels.
- Hotel and motel fire deaths fell even more sharply than fires. (86% since 1980)
- Civilian injuries fell by 80% since 1980



## Civilian Fire Deaths in Hotel and Motel Structure Fires

Figure 2.



Source: NFIRS and NFPA survey.



## Area of Fire Origin

Table 8.  
Structure Fires in Hotel and Motels by Area of Origin  
2002-2005 Annual Averages

Area of Origin	Fires	Civilian Deaths	Civilian Injuries	Direct Property Damage (in Millions)
Confined cooking fire	1,260 (32%)	0 (0%)	11 (8%)	\$0.2 (0%)
Bedroom	450 (12%)	8 (74%)	58 (41%)	\$10.8 (17%)
Laundry room or area	290 (7%)	0 (0%)	9 (6%)	\$5.9 (9%)
Kitchen or cooking area	210 (5%)	0 (0%)	15 (11%)	\$3.6 (6%)
Lavatory, bathroom, locker room or check room	130 (3%)	0 (0%)	4 (3%)	\$1.4 (2%)
Confined fuel burner or boiler fire	90 (2%)	0 (0%)	1 (1%)	\$0.1 (0%)
Confined chimney or flue fire	80 (2%)	0 (0%)	0 (0%)	\$0.1 (0%)
Unclassified function area	70 (2%)	1 (8%)	7 (5%)	\$0.9 (1%)



## Items first Ignited

Table 9.  
Structure Fires in Hotel and Motels by Item First Ignited  
2002-2005 Annual Averages

Item First Ignited	Fires	Civilian Deaths	Civilian Injuries	Direct Property Damage (in Millions)
Confined cooking fire	1,260 (32%)	0 (0%)	11 (8%)	\$0.2 (0%)
Contained trash or rubbish fire	280 (7%)	0 (0%)	0 (0%)	\$0.1 (0%)
Mattress or bedding material	250 (6%)	5 (49%)	32 (22%)	\$9.2 (14%)
Electrical wire or cable insulation	220 (6%)	0 (0%)	9 (7%)	\$4.8 (7%)
Linen other than bedding	200 (5%)	0 (0%)	7 (5%)	\$2.0 (3%)
Structural member or framing	130 (3%)	0 (0%)	1 (1%)	\$8.1 (13%)
Unclassified item first ignited	110 (3%)	2 (16%)	2 (2%)	\$6.3 (10%)
Cooking materials, including food	90 (2%)	0 (0%)	4 (3%)	\$1.5 (2%)
Confined fuel burner or boiler fire	90 (2%)	0 (0%)	1 (1%)	\$0.1 (0%)
Dust, fiber or lint, sawdust, or excelsior	80 (2%)	0 (0%)	3 (2%)	\$1.7 (3%)
Unclassified furniture or utensil	80 (2%)	0 (0%)	11 (8%)	\$2.3 (4%)
Confined chimney or flue fire	80 (2%)	0 (0%)	0 (0%)	\$0.1 (0%)
Flammable or combustible liquid or gas (including accelerants), pipe, hose or filter	70 (2%)	2 (19%)	6 (4%)	\$4.5 (7%)
Rubbish, trash, or waste	70 (2%)	2 (16%)	8 (5%)	\$1.0 (1%)



## Statistical Remarks

- Only 12% of hotel and motel fires began in bedrooms, but these fires caused 74% of the associated civilian deaths and 41% of the injuries.
- Ninety-two percent of fires were confined to the room of origin and resulted in 46% of deaths. Eight percent extended beyond the room of origin but resulted in 54% of deaths.
- Largest shares of deaths and injuries resulted from fires starting in hotel bedrooms.





## Statistical Remarks (Cont.)

- Half of the civilian deaths and one-fifth of the civilian injuries resulted from fires that started with mattresses or bedding.
- Automatic extinguishing systems were present in 41% of the hotel and motel fires. None of the hotel or motel fire deaths occurred in properties with sprinklers in the fire area.
- Dollar loss was 73% higher in fires with no automatic suppression system in fire area.



## Sprinklers Save Lives

### Automatic Extinguishing Systems in Non-Confined Hotel and Motel Fires Reported in 2002-2004

Percent of fires in buildings with automatic extinguishing system	41%
Deaths per 1,000 fires with sprinklers in fire area	0.0
Deaths per 1,000 fires with no automatic extinguishing system present in fire area	5.0
Reduction in deaths per 1,000 fires when automatic extinguishing systems were present in fire area	100%
Average loss per fire when sprinklers were present in fire area	\$9,600
Average loss per fire with no automatic suppression system in fire area	\$35,500
Reduction in loss per fire when sprinklers were present in fire area extinguishing systems were present	73%

Source: NFIRS 5.0 and NFPA survey.







## Major factors influencing the reduction of fire deaths

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- NFPA101 Life safety code®
  - *Provides means of egress requirements*
  - *Mandates operational management procedures*
  - *Mandates detection & automatic sprinklers in existing and new premises unless guest room has an exterior exit.*
- Hotel and Motel Fire safety Act 1990 (PL101-391)
  - *Mandates smoke alarms conforming to NFPA 72 and Sprinklers in each guest room conforming to NFPA 13 or 13R*
  - *Obliges federal employees to stay in hotels conforming to the law*
  - *Federal funded meetings & conferences cannot be held in hotels that do not comply with PL101-391.*



## Future Work

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- NFPA's campaign for Fire safe cigarettes is expected to reduce fire deaths by 50%
- In bedroom and mattress fires should reduce.(currently 49% of deaths)
- Currently 38 States have passed a law prohibiting the sale of non RIP (Reduced ignition propensity) cigarettes





## ANEC

### The European consumer voice in standardisation and certification



3 July 2008

Nina Klemola, ANEC Project Manager

### *Current trends*



- 88% are domestic tourists or visitors from other EU-25 Member States (*Eurostat*)
- In 2007, nights spent in hotels and similar establishments increased by 3% (*Eurostat, Data in Focus, 5/2008*)
- Decline in average size of hotels in new MS (*Eurostat, Panorama on Tourism, 2007*)
- Ca. 2000 fires in UK hotels, boarding houses, hostels etc in 2006 (*Fire Statistics, UK, 2006*)
- Demographic ageing - larger proportion of future population will have a disability

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- Lack of common minimum safety level in EU
- No up-to-date European reference document on fire safety in hotels
- No horizontal European service safety legislation



3 July 2008

Nina Klemola, ANEC Project Manager

## ***Recommendation 86/666/EEC – ANEC position***



- No longer provides valid set of minimum safety standards for hotel accommodation
- Need for European legislative instrument  
→ **Directive on Fire Safety in Hotels**
- Supported by formal European Standards  
→ **ensuring consumer protection**  
→ **maintaining flexibility**

3 July 2008

Nina Klemola, ANEC Project Manager

## ***Recommendation***

### ***86/666/EEC – ANEC position***



#### Directive should:

1. extend scope to cover establishments offering accommodation to less than 20 guests
2. apply to all establishments (existing and new)
3. put emphasis on fire safety management, emergency planning, staff training
4. put particular emphasis on needs of persons with disabilities

3 July 2008

Nina Klemola, ANEC Project Manager

## ***How to improve consumer protection - examples***



- Alarms to be perceivable to persons with vision or hearing impairments (e.g. vibrating alarm)
- Staff obligation to show exit routes to all guests with disabilities
- Customer care training to all staff (disability awareness)
- Particular attention to wheelchair users → refuge areas?
- Access audits

3 July 2008

Nina Klemola, ANEC Project Manager



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3 July 2008

Nina Klemola, ANEC Project Manager

**Check against delivery**

**Hotel safety -  
Protecting consumers – how safe is your hotel?**

Nina Klemola, Project Manager

ANEC, the European Consumer Voice in Standardisation

Madame Chair, dear Members of the IMCO Committee,

Good morning and thank you very much for giving me the opportunity to address you here today on behalf of ANEC.

Hotel safety is an issue which many consumers take for granted when travelling, expecting a similar standard of safety from one Member State to another. Regrettably this is not the case. In addition to issues such as swimming pool or carbon monoxide safety, in particular hotel fires pose a threat to the safety of consumers - a threat which ANEC believes can be significantly reduced through stronger and more harmonised European regulation. I would like to start today by outlining some relevant trends:

As the largest tourism destination in the world, according to data from Eurostat and the UN WTO, Europe received over 460 million visitors in 2006<sup>1</sup>, of which ca. 88% are either domestic tourists or visitors from other EU-25 Member States<sup>2</sup>. In 2007, the number of nights spent in hotels and similar establishments increased by 3% from the previous year<sup>3</sup>. At the same time, there has been a decline in the average size of hotels in the new Member States in the years 1995-2005<sup>4</sup>. Although complete and comparable data at the EU level on the number of hotel fire accidents and casualties is not available, national data from the UK shows that there were approximately 2000 fires in 'hotels, boarding houses, hostels and similar' in the year 2006<sup>5</sup>. If considering this figure in relation to the country's population, it is likely that a similar fire to population ratio would be applicable to most Member States.

These data should be considered together with the fact that the European population is ageing - meaning that an increasingly large proportion of the population will have a disability of one type or another, and will need such disabilities to be accommodated when travelling within Europe in the future. In terms of fire safety, few hotels are currently taking the particular needs of disabled persons systematically into account.

When adopted over 20 years ago, the aim of Council Recommendation 86/666/EEC on fire safety in hotels was to define clear, minimum safety standards for all hotels in the EU. As concluded by the 2001 Commission Report, the objective has not been

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<sup>1</sup> World Tourism Organisation, Tourism Market Trends 2007

<sup>2</sup> Data received from Eurostat and in Eurostat, Statistics in Focus, 52/2007

<sup>3</sup> Eurostat, Data in Focus, Tourism in Europe: First results for 2007 (5/2008)

<sup>4</sup> Eurostat, Panorama on tourism, 2007 edition

<sup>5</sup> Communities and Local Government, Fire Statistics, United Kingdom, 2006

fully achieved, in particular due to the fact that some Member States have chosen to apply the provisions to only new or renovated hotels.

Considering the trends I outlined, the question today is what can, and what should, the European Union do to ensure the safety and security of consumers in the future? There is currently no up-to-date European reference document on fire safety in hotels, nor do we have a 'General Service Safety Directive' which would serve as an overarching instrument for service safety in Europe, as is the case for products.

It is clear that the Council Recommendation, including the annexed technical guidelines, no longer provides state-of-the-art minimum safety standards for hotel accommodation and needs to be revised. However, considering the failure of this type of non-binding instrument to ensure a common minimum level of safety in hotels, ANEC believes there is an urgent need for a stronger European instrument, namely a Directive on fire safety in hotels. Not only would a European Directive in this field bring true benefits to consumers, but such an instrument would also be flexible enough to take into account the vast range of hotel types and sizes.

Although the possibility of revising the current technical guidelines by way of a voluntary standard, a CEN Technical Report, has been put forward, we do not consider such a voluntary measure to be robust enough to significantly reduce the risks related to fires in hotels. National standards would still be allowed to co-exist alongside a CEN Technical Report, thus such a document would do little to achieve a common minimum level of safety or to increase consumer confidence and protection in comparison to the status quo. However, we do believe voluntary standards have a role to play in supporting the legislative framework proposed, by setting the more technical specifications and requirements.

In order to improve consumer protection, while bearing in mind the increasing number of consumers with disabilities, ANEC recommends the following four changes to be incorporated in a revised legislative instrument, taking the current Recommendation as a starting point:

1. The scope should be reviewed to cover establishments of less than 20 guests – most consumers would be unsettled to find out that they may be less protected in a small holiday residence or lodge, than in a large hotel complex.
2. The Directive should apply to all hotels, whether existing, newly renovated or brand new.
3. In the new legal instrument, more emphasis should be placed on emergency planning, fire safety management, and staff training and awareness, i.e. on issues which may be addressed in new and old hotels, irrespective of their size. Less emphasis should be put on e.g. technical constructional features, which would be more appropriately addressed in other legislation such as the



Construction Products Directive, or via formal European Standards, as already mentioned.

4. Finally, and referring back to what I mentioned earlier on the needs of persons with disabilities, much more attention should be given to the measures taken to ensure the safety of such persons. Particular examples we would like to mention here are:
  - The rather simple measure of making sure alarms and safety signs are perceivable to persons with visual or hearing impairments. E.g. vibrating alarm clocks to be placed under pillows.
  - Hotel staff should have the obligation to show the exit routes to all guests with disabilities, especially those travelling alone.
  - All hotel staff should undergo customer care training, including disability awareness training.
  - If evacuation is difficult or impractical, fire-protected 'refuge areas' should be designated for e.g. wheelchair users.
  - Access audits should be carried out more systematically.

Considering the current Recommendation dates back over 20 years, and that the Commission Report, identifying the need for updating the technical guidelines, dates from 2001, we believe it is truly high time to bring the standards to the level expected of Europe to ensure a safer future for all consumers and to reduce the number of fatalities in hotel fires. We do not believe developing another non-binding document would be sufficient to achieve a common minimum level of hotel safety, and therefore ask Members of the European Parliament to support our call for a binding legislative instrument on fire safety in hotels.

I thank you for your attention.